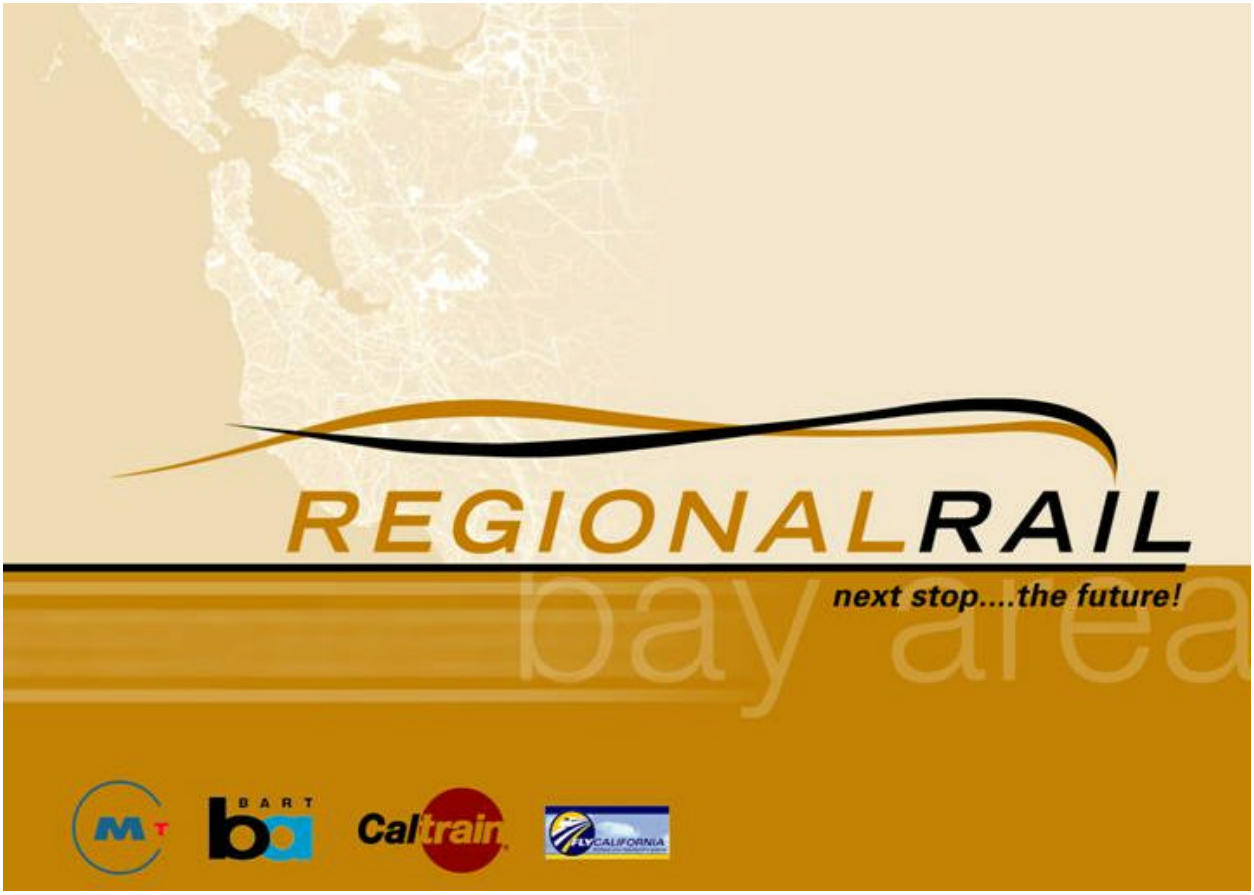
BAY AREA REGIONAL RAIL PLAN
GOVERNANCE TASK

Technical Memorandum
Task 5a. Governance; Phase I, Task 1

Survey and Examples of Existing Functional and Institutional Arrangements for Delivery of Regional Commuter Rail Services



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INTRODUCTION

Consideration of Regional Rail Governance is:

- Included in the Metropolitan Transportation Commission (MTC) 2007 Legislative Program;
- One of MTC's requirements listed as a condition for performing the Regional Rail Study; and,
- Required by the RM2 enabling legislation which specifically lists "recommendations for a governance strategy to implement and operate future regional rail services" as an element of the Regional Rail Study.

There are several reasons for exploring governance strategies in the Regional Rail Plan. The first is based on the realization that the plan recommends expanded service areas outside of the political boundaries of the existing providers of regional rail service. Implementation of the plan will require a change from the current governance systems: one that reflects the financial/political/representational patterns of the current and future service area. The second reason for this exploration is the opportunity to redesign the way that the region is currently providing rail service. Development of the long-range plan creates an opportunity to explore more efficiency and effectiveness through planned institutional change, so that the region can begin to take the steps necessary for the ultimate delivery of the long-range vision.

To this end, this Tech Memo provides a survey of examples of governance models taken from the Bay Area and other areas which are intended to provoke informed discussion of the potential benefits, possible pitfalls, and specific strategies for rolling-out of new services and expansion of existing services under the Regional Rail Plan.

Background

On March 2, 2004, voters passed Regional Measure 2 (RM2). Tolls on seven state-owned toll bridges in the San Francisco Bay Area were raised by $1.00 to fund various transportation projects and initiatives. RM2 includes the following elements which are relevant to the Regional Rail planning process:

- Capital and Operating Funds – A wide range of projects are funded, many of which will implement transit facilities and services of regional significance which are included in the Regional Rail Plan.
- Transit Connectivity Plan – The Transit Connectivity Plan details a comprehensive strategy for easing passengers' movement from one transit system to another by providing more reliable connections, making it easier to pay fares, improving way-finding signage and reducing overall travel times. By making multi-operator transit trips easier and more convenient, good connectivity can help attract new transit riders — and retain existing riders. The Regional Rail planning effort will incorporate provisions of the Transit Connectivity plan and will identify additional provisions to improve connectivity through development facilities and services which improve the integration of the transit experience for customers.

- TravInfo/511 – An integrated traveler information system which provides point-to-point travel information to the public. This system has been expanded into the "511" service which provides traveler information by telephone as well as web-based distribution which includes on-line information on schedules, trip planning, fares, service advisories and other information. The RM2 projects list includes specific projects aimed at providing advanced technologies for data collection and information distribution to transit riders.

- Translink – A joint effort of MTC and Bay Area transit agencies, Translink is an initiative to provide a universal farecard which consists of a "stored value" card and contact readers – Translink cards are simply "tagged" by touching them to readers installed on buses or at the entrance to stations and terminals. As such, the need for paper transfers is eliminated. TransLink will roll out in phases, debuting in late 2006 on AC Transit, Golden Gate Transit and Ferry, and Dumbarton Express routes. BART, Muni and Caltrain are scheduled to begin accepting TransLink in 2007. SamTrans and Santa Clara VTA will start accepting TransLink in 2008, and 19 additional Bay Area transit agencies will allow payment with TransLink by 2010. Once all agencies are on board, a customer will be able to ride every transit system from San Jose to Santa Rosa with just one card.

Premise

For the purposes of the Governance discussion, it is presumed that there are significant benefits to be gained by improving the regional integration and consistency of transit services, including regional rail services.

Indeed, the initial Planning Charrette Workshops conducted with key stakeholders at the outset of the planning process identified as a key principle for planning:

"Think Like A Passenger – Provide Convenient, Efficient Service"

The initiatives underway in the Translink and TravInfo/511 arenas provide a platform for further expansion into:

- A Unified Rational Fare Structure;

- Universal Paperless Fare Collection & Transfers; and,

- Schedule Coordination within and between Transit Modes.

In addition to initiatives which directly interface with the customer, there are a number of opportunities in procurement and operations which could yield significant capital as well as operations and maintenance savings for services providers including:

- Common equipment specifications resulting in cost savings through larger equipment orders as well as opportunities to share vehicles between compatible services;

- Reduced maintenance cost due to fewer equipment types and potential for shared maintenance facilities; and,

- Centralized operations dispatch providing better coordination of services and responses to incidents.

Finally, there could be significant staff savings resulting in reduced administrative cost for various functions including:

- Administration;
- Customer Relations;
- Safety & Security; and,
- Planning, Engineering & Construction.

It is clearly understood that some of the potential benefits to be gained would not come without issues, concerns, stumbling blocks, and downsides. These may include:

- Potential for higher labor costs, especially to those existing operations which may rely heavily upon contracted services;
- Potential for labor disputes to result in disruption at the regional level in the event of a major work stoppage or slowdown; and,
- Loss of local accountability, whether perceived or real.

Basis for Discussion

It is not the purpose of this paper to specifically quantify in any detail the benefits nor to evaluate the potential negatives, but rather to provide a basis for an informed discussion of the issues, ultimately considering specific, concrete examples of services expansions which may be provided under the Regional Rail Plan.

This report will be used as a basis for discussion in a workshop or workshops where the general managers of agencies providing regional rail will explore scenarios for the realignment/reorganization of these services in the Bay Area. The results of the workshops will then be used to develop recommended organizational and governance strategies for inclusion in the draft Regional Rail Plan.

This report first gives a summary of how regional rail services are organized in eleven large metropolitan areas, including San Francisco. The second section of the report outlines the ways in which these systems fall into different organizational models. The final section provides preliminary criteria that can be used to guide the thinking about possible governance scenarios for the Regional Rail Plan. These criteria will be expanded in the above-mentioned policy workshops.

ORGANIZATION AND PROFILE

The organizations chosen for discussion (see Table 1 for a summary) are presented in two groups. The first group consists of large metro systems with significant commuter coverage and ridership: New York, Chicago, and Philadelphia at the top tier of size and complexity, and Boston, Baltimore, and Washington D. C., in the second tier. The inventory of these large U. S. systems is based on the work of Todd Litman of the Victoria Transport Policy Institute. For the purpose of his research, Litman identified these six metropolitan areas as "large rail" where transit represents more than 20% of total commutes and also where more than half of all passenger miles are by rail.

Based on recommendations from the Project Steering Committee, a second group of systems has been added. This group includes Los Angeles, San Diego, Seattle, Zurich, and San Francisco; each of these systems has characteristics that might be appropriate for consideration in structuring the long-range provision of regional rail service in the Bay Area. Litman actually included San Francisco in the group discussed above, but it is placed in Group 2 for a better comparison to newer systems on the West Coast. There is one other difference in the two groups below: Group 1 systems give information on the organization of the entire metro system, regional rail included; Group 2 systems focus only on how the regional rail service is organized and provided in the metro area.

GROUP # 1

New York – Metropolitan Transit Authority – MTA

The MTA was created by the state legislature in 1965 as a public benefit corporation and is responsible for a comprehensive network of transit, commuter rail, and bridge and tunnel facilities in the greater metropolitan area. The MTA functions with a board of seventeen members nominated by the governor, with some recommended by the New York City mayor and county executives of suburban counties. There are also six additional rotating non-voting members who represent organized labor and the citizens' advisory committee. All board members must be confirmed by the New York State Senate.

The service area covers Manhattan, Long Island, southeastern New York State, and the state of Connecticut, with an estimated population of 14.5 million. Annual ridership for the entire system is 2.4 billion passenger trips. The major components of the regional system are:

New York City Transit - provides subway and bus service to Manhattan, Brooklyn, Queens, the Bronx and the Staten Island Railway.

Long Island Rail Road – commuter rail service from three hubs in New York City to eastern Long Island.

Long Island Bus – formed in 1973 through combination of ten private bus carriers and provides service to 96 communities, 47 LIRR stations, and five subway stations in Nassau, western Suffolk and eastern Queens counties.

Metro-North Railroad – consolidation of several private commuter railroads with service out of Grand Central Terminal northward to suburban New York and Connecticut.

Bridges and Tunnels – system of five bridges and two tunnels in New York City serving more than a million people daily; surplus toll revenues help subsidize mass transit

The most prominent regional rail systems are the Long Island Rail Road and the Metro North Railroad. MTA's Long Island Rail Road, provides extensive service to the island with over 700 miles of track, one mainline, eleven branches, and 124 stations. The system has an annual

ridership of 98 million, with an average weekday ridership of 343,000. Freight service is also operated on the system through a lease agreement with the New York and Atlantic Railway.

Metro North Railroad, the second busiest commuter operation in the country, has annual ridership of 74 million and carries an average weekday ridership of 258,000. The service is operated in conjunction with the Connecticut Department of Transportation and New Jersey Transit.

Chicago – Regional Transit Authority – RTA

The RTA is the regional transportation planning and budgeting agency for six counties that make up the Chicago metro area. The original RTA was created in 1974 by referendum as a special purpose unit of local government; in 1983, the enabling legislation was amended to clarify its role with respect to three subsidiary service boards: the Chicago Transit Authority (CTA), Metra commuter rail, and Pace suburban bus.

The RTA's oversight role is guided by a thirteen member appointed Board of Directors, who has the responsibility to approve an annual budget and a two-year financial plan. The Board also distributes dedicated regional sales tax receipts and approves a five-year capital plan, which serves as the blueprint for programs to be implemented by CTA, Metra and Pace.

CTA, Metra and Pace are each led by a Board of Directors who determines levels of service, fares and operational policies. The CTA is governed by a seven-member board appointed by the Mayor of Chicago and the governor. Metra's board consists of seven members appointed by the region's county boards and the Mayor. Pace is governed by a twelve- member board made up of current and former suburban village presidents and mayors. Six directors are appointed by the suburban members of the Cook County Board of Commissioners, as defined in the RTA Act, five directors are appointed by each of the five suburban counties, and the chairman is appointed by the chairman of the county commissions and the suburban members of the Cook County Board of Commissioners.

Metra provides rail commuter service through a 495 mile system in Cook, DuPage, and Lake, Will, McHenry and Kane counties. There are eleven lines with Metra directly operating more than fifty percent of the service (four lines) and contracting with Union Pacific Corporation, and BNSF Railway for service on an additional four lines. Metra also has trackage agreements with Canadian National and Norfolk Southern on two of the lines. Annual Metra ridership is nearly eighty million, with average weekday ridership at 305,000 in the second quarter of 2006.

Philadelphia – Southeastern Pennsylvania Transportation Authority-SEPTA

Established by the General Assembly of Pennsylvania under state charter in 1964, SEPTA now provides bus and rail services to a five county area of roughly 2,000 square miles. The agency provides the full range of public transit services for Bucks, Chester, Delaware, Montgomery and Philadelphia counties. Although its original purpose was to coordinate government subsidies to various transit and commuter railroads in the region, it has evolved, through a series of acquisitions from 1965 through 1983, into the coordinator and provider of services in southeastern Pennsylvania.

The agency is governed by a fifteen member board, with each of the five counties appointing two members, the Legislature appointing four members and the governor appointing one member. Annual ridership is nearly 300 million passengers.

There are three major divisions in the SEPTA organization: 1) City Transit (bus and rail services primarily within the City of Philadelphia), 2) Suburban (bus and suburban trolley lines that are the remaining portion of the former Red Arrow trolley system), and 3) Regional Rail (RRD). The RRD was created as a division of SEPTA in 1983, with the acquisition of Conrail assets; SEPTA had previously contracted for this service with Conrail. This division operates commuter rail (seven lines/thirteen branches) that extends as far as Newark, Delaware, and Trenton, New Jersey. Average weekday ridership for the RRD is 107,000, with annual 2005 ridership at 30 million passengers.

AMTRAK provides rail service beyond SEPTA's range, but overlaps service to some degree with three SEPTA commuter lines. AMTRAK service is faster, but also more expensive.

Boston – Massachusetts Bay Transportation Authority – The T

The MBTA was created in 1964 to finance and operate bus, subway, commuter rail and ferry systems in the greater Boston area. After a severe financial crisis in December 1980, the State revised the authorizing legislation and expanded the board from five to seven members, all of whom are appointed by and have concurrent terms with the Governor. This is an independent body and is a political subdivision of the Commonwealth of Massachusetts. There are two board members from outside the district. One of the board members is the Secretary of Transportation, who chairs the board. The authorizing legislation provides for an Advisory Board made up of one official or designee from each of the 175 cities and towns in the district.

Total ridership for the MBTA in 2004 was 390 million passengers. The system contains a total of 181 routes with bus, light rail, rapid transit, trolley bus, water ferry and commuter rail.

The commuter rail system is a suburban rail network that shares its tracks with freight operations, though unlike most US commuter rail systems, the majority of the track is owned by the MBTA. There are thirteen lines and three of these are jointly used by AMTRAK for long distance intercity service. A subsidiary organization, the Massachusetts Bay Commuter Railroad Company, manages the contracts for commuter rail service on MBTA-owned rolling stock and right of way. Commuter rail annual ridership in 2004 was 40 million.

Washington – Washington Metropolitan Area Transit Authority – WMATA

The creation of WMATA came out of the politics of freeway opposition in the 1950's. The Authority was created in 1967 as an Interstate Compact to plan, develop, build, finance and operate a regional transportation system for the National Capital area. Construction began in 1969 and four private bus systems were acquired in 1973. The final segment of the original 103-mile rail network was completed in 2001. Currently, the Metrorail system has 86 stations in a 106.3 mile network and an annual ridership of 206 million.

Metrorail and Metrobus serve a population of 3.5 million within a 1,500 square-mile area. The area covers the District of Columbia, the suburban Maryland counties of Montgomery and Prince George's and the Northern Virginia counties of Arlington, Fairfax and Loudoun and the cities of Alexandria, Fairfax and Falls Church. Metrobus has an annual ridership of 117 million.

The WMATA board has six voting members and six alternates all of whom are appointed by the governors of Maryland and Virginia and the Mayor of the District of Columbia; with the states and the District getting two members and two alternates each.

Baltimore – Maryland Transit Administration – MTA

This organization is a division of the State's Department of Transportation and operates local bus, light rail, Baltimore subway, MARC commuter train, and commuter bus services for the metropolitan area. In addition, this division is responsible for a $30 million annual contribution to WMATA and coordinates rail freight logistics in all twenty-three counties of the State. Annual transit ridership in the Baltimore metro area is 92 million.

The MTA operates a 15.5 mile Metro subway rail line through the City that connects to BWI airport. The MTA also operates a 27 mile surface light rail line. In addition, the MTA contracts with CSX and AMTRAK to provide MARC rail commuter service on three lines, connecting Union Station in Washington, D. C. with Baltimore's two intercity rail stations.

GROUP #2

This second group profiles Seattle, Zurich and California systems, including San Francisco. The information given for the systems in this group focuses only on those agencies in a region that provide regional rail services.

San Diego – North County Transit District- San Diego Coaster

The consolidated agency in the San Diego metro area responsible for transportation planning and programming and implementation is the San Diego Association of Governments (SANDAG). However, regional rail, the San Diego Coaster, is provided by the North County Transit District (NCTD), through a subsidiary, the San Diego Northern Railway. The NCTD service area is roughly 1,020 square miles, from the cities of Del Mar to Escondido, north to Riverside County and east to Orange County. Area population is approximately one million. NCTD is directed by a nine-member board, one member from each incorporated city in the service area, and the incumbent 5th District San Diego County Supervisor.

NCTD owns the 48 miles of Coaster right-of –way between Oceanside and downtown San Diego and provides commuter service in this corridor to eight stations, connecting with Amtrak and San Diego Trolley in downtown San Diego and to Amtrak and to LA's Metrolink at the Oceanside station. Annual ridership for 2005 was 1.5 million passengers, with an average daily ridership of 5,400. NCTD also owns the 22-mile right-of-way for the planned second regional commuter line, the Sprinter, opening in late 2007, with service running east-west between Oceanside and Escondido.

NCTD, through the San Diego Northern Railway, contracts with Transit-America, a subsidiary of Herzog Transit Services, for operating and maintenance personnel. This contact was performed by Amtrak until July 2006.

Los Angeles – Southern California Regional Rail Authority – (SCRRA) – Metrolink

Metrolink was created as the SCRRA by State legislation in 1990 and service under the Metrolink name began in 1992. The organization is a Joint Powers Authority (JPA) created by county transportation commissions of Los Angeles, Orange, Riverside, Ventura, and San

Bernardino counties. The agency is guided by an eleven-member board with appointed representatives from each of the counties and ex-officio members from San Diego Association of Governments, Southern California Association of Governments, and the California Secretary of Business, Transportation and Housing.

The system serves fifty cities with seven lines; it connects to the San Diego Coaster at Oceanside and connects to Metro Rail at Union Station. There is a total of 511.6 miles of track, the majority owned by Metrolink; many sections of the track are shared with freight operations and many sections are also single track, creating challenges for schedule adherence. Metrolink provides the service through an operating contract with Connex; Amtrak held this contract prior to July 2005. Annual ridership for 2005 was 10.3 million with current average weekday ridership at 42,000.

Seattle – Sound Transit - Sounder

Sound Transit, created by voter initiative in November 1996, was established to plan, build, and operate regional transit systems for the Central Puget Sound area (King, Pierce, and Snohomish counties). The agency is governed by an 18-member board (17 locals and the State Secretary of Transportation); King County holds ten seats, Pierce holds four, and Snohomish has three. Members must be locally elected officials and half of a county's delegation has to also serve on local transit authority governing boards.

Sound Transit, began regional rail service in 2000 with the Sounder, an 82-mile, 12 station service between Everett, Seattle, Tacoma and Lakewood. Ridership in 2005 was 172,000 and average daily boardings for 2006 are 6,000 passengers.

The initiative that established Sound Transit included provisions for a proportionate return-to-source of the dedicated tax to five geographic areas in the region. Also included in the successful initiative were requirements for an integrated fare structure and coordinated local transit service coordination.

Canton of Zurich

The City of Zurich and the surrounding metropolitan area (population 1.2 million) is often referred to as a valuable model of how to implement regional rail service integrated with the existing local infrastructure. However, the path to success was a bumpy and lengthy one. The initial response to growth and congestion in the 1960's (placing the existing streetcar system underground) was defeated by the voters as too disruptive to the city without sufficient regional benefit. Then in the 1970's, plans for a city metro and a suburban commuter rail system were also rejected by voters because of the high cost (675 million dollars) and fears that it would spur the "Manhattanization" of Zurich. Finally, in 1981, voters gave approval to an initiative that would plan and implement a leveraged Federal investment for the U-Bahn national system with local commitment to a 1.25 mile tunnel under the City providing a 4 track underground through station at Main Terminal.

Regional transit service, including regional rail, to the whole canton of Zurich is administered through the Zuricher Verkehrsverbund (ZVV), a special purpose agency created by the Swiss Parliament in 1990. The ZVV administers the cost sharing, fare integration and schedule coordination for the 171 communities in the service area. The agency, known as the Transport Council, has a nine- member board whose members are appointed by the governing bodies of each of the communities in the canton. Board representation is roughly proportional to

population served. Representatives of the Swiss Federal Transport Office and the Swiss Federal Railways are also on the Council.

San Francisco Bay Area

The Bay Area has four providers of regional rail services. Each are described briefly below:

Caltrain – Regional rail commuter service is provided between Gilroy and San Francisco by the Peninsula Corridor Joint Powers Board (JPB), with representation from three members: City and County of San Francisco, San Mateo Transit District, and Santa Clara Valley Transit Authority. There is a nine-member board with three appointed representatives from each of the members. Formed in 1987, the JPB took over the responsibility for the service from the State of California (Caltrans Division of Rail) in 1992. The JPB owns the 77 mile right of way but contracts with Amtrak for operating personnel. Day-to-day management and staff support is provided by the San Mateo County Transit District (Samtrans).

The system includes 33 stops or stations and had a 2005 annual ridership of 9.9 million. Average weekday ridership in early 2006 was 32,000. Both local and express service is offered and connections to other rail service include: BART at Millbrae station, Capitol Corridor and ACE in San Jose, and Muni Metro in downtown San Francisco.

BART – The San Francisco Bay Area Regional Transit District was created by the Legislature in 1957, when it was expected that five Bay Area counties would be joining the effort to build the first new regional rail system. Eventually, the counties of Marin and San Mateo opted out of the district, leaving San Francisco, Alameda, and Contra Costa Counties (service is currently operated in San Mateo County under a purchase of service agreement between BART and Samtrans.) The agency is guided by nine elected board members representing that same number of districts in the three-county service area.

Rail service is provided through five lines and 43 stations for the 104 mile system on its own separate right of way. Ridership for 2005 was 9.3 million, with average weekday ridership at 311,000. Direct connections to other rail services include: Caltrain at the Millbrae station; Capitol Corridor at the Richmond and Coliseum stations and MUNI in a shared tunnel through downtown and other points in San Francisco.

Altamont Commuter Express – This service was created in 1997 through a Joint Powers Agreement between the San Joaquin Regional Rail Commission (SJRRC), Alameda County Congestion Management Agency and the Santa Clara Valley Transit Authority. Policy and day to day management are provided by the SJRRC. The board has eight regular members and two additional special voting members from BART and Alameda County. There are also ex officio members representing Caltrans District 10, San Joaquin Regional Transit District, and San Joaquin Council of Governments.

This commuter service connects the cities of Stockton and San Jose along 86 miles of track with stops at eight intermediate locations. SJRRC contracts with Herzog Transit Services for operations and maintenance personnel. There is also an operating agreement with the Union Pacific, who owns the right of way. Average weekday ridership is 3,100 and total ridership for 2005 was 618,000.

Capitol Corridor – Originally managed by Caltrans and still considered part of California Amtrak, this 170 mile system provides rail service to eight northern California counties (Placer,

Sacramento, Yolo, Solano, Contra Costa, Alameda, San Francisco, and Santa Clara). The governing structure is a joint powers agreement between six local transit agencies that serve the counties above. There is a 16-member board, with two representatives from each of the 8 counties. Board appointments are made through the member transit districts. The current governance structure was put into place in 2003.

The service operates on tracks owned and dispatched by the Union Pacific Railroad and on a section of track from Santa Clara to San Jose owned and dispatched by Caltrain. Operating personnel are provided through an operating agreement with Amtrak. The CCJPA also contracts with BART to act as the day-to day management agency for the service. Ridership in 2005 was 1.3 million.

ORGANIZATIONAL MODELS FOR REGIONAL RAIL DELIVERY

Based on an analysis of the above regions, three organizational models initially emerged, based on the extent of local versus state control. These models are discussed below along with a subsequent refinement based on the levels of consolidation of transportation functions.

Initial Grouping

Model #1 – Autonomous Regional Agency

These agencies have usually evolved from the consolidation of several public and private agencies and their formation generally responded to the need for improved coordination of service and accountability. In many cases, their creation was also linked to fiscal crises that called for state intervention. These agencies in Chicago, Philadelphia, and Zurich, are characterized by appointed boards, representation closely aligned with area political subdivisions, and the authority to balance financial resources with service demands. Although similar in historical development, these agencies vary in the role that the state plays and in whether they are umbrella agencies, like the Chicago RTA, or serve as both coordinator and direct provider of services, such as Philadelphia's SEPTA.

The extent of regional control over local providers also varies with these three organizations. For example, the RTA allows subsidiary boards of the Chicago Transit Authority, Pace, and Metra to set fares and schedules, In Zurich, the ZVV extends its coordination role to the authority for specifying service levels and the amount of funding that will be paid for those services. Although negotiated in an intergovernmental manner, the ZVV is closer in nature to a contracted purchase of service than the RTA situation where the board has control of regional budget and capital planning, but not service planning.

It is important to note that there are additional sub-models within the category of the Autonomous Regional Agency which to a degree depend upon how the entity was established. Principal options include:

a. Joint Powers Authority (JPA) – The JPA has historically been a significant model for formation of governance structures for regional rail operations including Caltrain (Peninsula Corridor Joint Powers Board), Capitol Corridor (Capitol Corridor Joint Powers Authority) and ACE (Altamont Commuter Express Joint Powers Authority). JPA's are in essence built-up by aggregating authorities from constituent districts, typically from Counties and their transportation funding commissions. JPA's are especially prevalent where local taxing authority is passed in conjunction with proposals for retaining or expanding rail service. These JPA's thus become more like sub-regional agencies with the risk of overlapping responsibilities and narrow focus. They may or may not provide an appropriate model for a large scale regional network and existing JPA's in Northern California already have overlapping geographic areas.

b. New Regional Authority (District) formed by Vote of Constituents – In Northern California, the Bay Area Rapid Transit District is an example of a regional rail district which was formed to represent those counties whose voters opted-in to form a regional transportation provider. Factors which become of concern with self-formed districts include the inability of the district to administratively and financially serve jurisdictions which do not vote to join (e.g., BART and Marin County), as well as subsequent problems with extending service to or expanding the boundaries of such districts (e.g.,

BART and San Mateo County.) The State may play a role in establishment of new regional authority by passing enabling legislation spelling out the boundaries, mission and authorities granted to a proposed district.

c. New Regional Authority formed by State Mandate – Some of the problems associated by local vote-in or buy in may be resolved by State-level action to define and enable a district through statutorily passed legislation. In this case, the agreement to form the district is made by decision of the legislators rather than a direct popular vote of the electorate. An example of this model is the Southern California Regional Rail Authority, which operates the Metrolink service. Although SCRRA is technically a JPA, its formation was mandated in June 1990, when the California Legislature enacted Senate Bill 1402, Chapter four of Division 12 of the Public Utilities Code. The bill required the transportation commissions of the counties of Los Angeles, Orange, Riverside and San Bernardino to develop jointly a plan for regional transit services within the multi-county region. It is worth noting that a state mandate could also be used to expand an existing district, such as enlarging the BART service area.

Model #2 – Regional Agency with Significant State Role

The primary examples of this model are the New York MTA and Washington's WMATA. One might argue that New York belongs with the above model, but since the State has significant political and financial decision making authority over, it is more similar to the Interstate Compact that created WMATA.

Though not included in the Table 1 inventory, we do have an example of this model in the Bay Area, the newly created Water Transit Authority, responsible for regional ferry service, but whose members are appointed by the Governor.

Model #3 – Division of State Department or State Agency

Regional transportation in Boston and Baltimore are provided by state agencies; a situation more common in small states with one dominant metropolitan area. There may be some benefit to the Bay Area to explore functional relationships within these organizations, but they are not likely to be the model for change in California. However, one possibility is that regional rail could be delivered by a State agency created for northern California. These could be created as autonomous JPA's (as in Model #1) a continuing division of the State (as in this Model #3) or some hybrid (as in Model #2).

Refined Grouping

Subsequent to discussions with the Project Steering Committee and MTC staff, the governance models were refined to three different types, based on the level of consolidation for transportation functions.

Decentralized

This model has multiple local authorities providing regional and local transit services, with some funding and planning functions consolidated at the regional or sub-regional level. The primary example is the Bay Area.

New Regional Rail Authority

This model has a single provider of regional rail services with its own board and planning, design, construction and operations functions. Examples are the Los Angeles and Seattle metropolitan areas.

Federation and Oversight Authority

In this model, regional transportation funding and planning are under one authority, with a federation of operating agencies providing rail and bus services. The Chicago RTA and the San Diego SANDAG are examples of this model.

Consolidated Transportation Authority

This model has one agency functioning in control of planning, funding, design and operations for a metro area. There are usually modal operating divisions that report to the regional board. Some examples of the model are New York, Philadelphia, Boston, Washington, D. C., and Baltimore.

IDENTIFICATION OF KEY CONCERNS

Based upon the literature search and interviews conducted to date, the following list of factors have been identified as key concerns that a successful governance structure for Regional Rail would address :

The preferred scenario:

- Must balance local control with the need for regional performance;
- Must provide stable funding opportunities as “carrot” before any “stick” of performance/consolidation can be mandated;
- Must streamline administrative and overhead costs and produce economies of scale through shared facilities, joint procurement, and integrated services
- Must enhance ability to negotiate with private rail owners and operators;
- Must create a specific identity or brand of new/improved service; and,
- Must have the option for incremental reorganization or consolidation.
- Must provide for uniform and equitable fare structure from the user point of view
- Must be in alignment with financial plan
- Must provide the opportunity for increased connection and connectivity

Table 1

SUMMARY OF REGIONAL RAIL METRO AREAS/SYSTEMS

NAME	**POPULATION** (million)	**RIDERSHIP** (annual)	**GOVERNANCE**	**SERVICE AREA** (sq mi)
GROUP 1				
New York MTA	14.6	240 B	17 member board, plus 6 rotating non-voting members for interest groups, all confirmed by State Senate	5,000 Manhattan, Long Island, S.E. NY State, &CT
Chicago RTA	8.1	571 M	13 member RTA appointed by Governor; CTA, Metra, Pace sub-authorities each with own board	3,700 Cook Co. & 5 suburban counties
Philadelphia SEPTA	3.9	299 M	15 member board, 2 appointed from each county, 4 from the Legislature, 1 from the Governor	2,000 Philadelphia, Delaware, Montgomery, Bucks, Chester Counties
Boston MBTA	4.5	390 M	7 Commissioners appointed by Governor, with concurrent terms (2 members from outside district)	3,244 175 towns & cities
Wash DC WMATA	3.5	323 M	6 member board, 2 each from D.C., VA and Maryland	1,500
Baltimore	2.6	92 M	State DOT	1,200

NAME	**POPULATION** (million)	**RIDERSHIP** (annual)	**GOVERNANCE**	**SERVICE AREA** (sq mi)
GROUP 2				
San Diego Coaster	1.0	1.5 m	9 member board appointed from service area cities, non-incorporated area and county	1,020
Los Angeles Metrolink		10.3 m	JPA of 5 County transp commissions	1,433
Seattle Sounder	3.1	172 k	18 member board appointed by member counties	n/a
Zurich	1.2		9 member Transport Council, appointed by canton governing bodies	n/a
San Francisco	7.0			
Caltrain		9.9 m	9 member appointed JPB equally represented from 3 member counties	
BART		9.3 m	9 member board elected from districts in 3 member counties	
ACE		618 k	8 member + 2 special voting member board on regional commission; JPA with other county funding and operating entities	
Capitol Corridor		1.3 m	16 member board appointed thru transit districts of 8 counties served	

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